



ADMINISTRATIVE LAW
SUPPLEMENTAL MATERIALS

VOLUME 1

DEENA BALTMAN & LORNE SOSSIN

FACULTY OF LAW
UNIVERSITY OF TORONTO
2004

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**ADMINISTRATIVE LAW
FALL SEMESTER 2004**

Adjunct Professor Deena Baltman & Professor Lorne Sossin

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Class Meetings: **Mondays and Wednesdays, 4:10pm-6:00pm**
 BLH

Overview

This course is an introductory course examining administrative law - which covers the legal regulation and judicial supervision over the executive branch of government. The courts have developed a distinctive jurisprudence governing the manner in which government officials carry out their statutory mandates and exercise discretion under those statutes. This body of law is of general application to the judicial review of the actions of government officials and thus is relevant and important to many other substantive areas of law, including labour law, immigration law, constitutional law, environmental law, banking and securities law and many others.

Texts

The text required for this course is D. Mullan, *Administrative Law* (Toronto: Irwin, 2001) and, Sossin, *Administrative Law, Fall 2004 Supplemental Materials (Volume I, II and III)*.

Recommended Reading

For those seeking additional readings, the following sources are recommended:

- Brown and Evans, *Judicial Review of Administrative Action* (Brown & Evans, 1998) (Canada) (Looseleaf ed.)
- Mullan et al. (eds.), *Administrative Law: Cases, Text and Materials* 5th ed. (Toronto: Emond Montgomery, 2003)
- MaCaulay & Sprague, *Practice and Procedure before Tribunals* (Toronto: Carswell, 1988) (Looseleaf ed.)
- Blake, *Administrative Law in Canada*, (3rd ed. Butterworths, 2001) (Canada)
- Bryant & Sossin, *Public Law* (Toronto: Carswell, 2002)

- Davis & Pierce, *Administrative Law Treatise* (3rd ed. Little Brown 1994) (U.S.)

Evaluation

There will be a final, take home examination (100%) to be signed out from and returned to the Records Office. The examination may be taken during any 48 hour period between the first day of the examination period and due no later than the set deadline for written work in the term (see Take-Home Policy for details).

Course Outline

All page references are to D. Mullan, *Administrative Law* (AL) or to the 2003 Supplemental Materials, Volume One (SP1), Volume Two (SP2) and Volume Three (SP3).

Part I: Introduction

This will offer an introduction to the functions and institutions of government in Canada, and emphasize the constitutional, statutory and common law separation of powers between the judicial, legislative and executive branch. With respect to the executive branch, we will explore the growth of administrative agencies, boards, commissions, tribunals and other government decision-makers that make up the administrative state.

Reading:

AL, 3-28; “The Administrative State and the Rule of Law” in Mullan et al. (eds.), *Administrative Law: Cases, Text and Materials* 5th ed., SP1 pp.1-18

Part II: Administrative Procedures and the Duty of Fairness

(i) Introduction

The purpose and legal sources of administrative procedures; historical overview; the roles of legislatures, agencies and courts in designing procedures.

Reading:

AL, pp.147-55

(ii) Duty of Fairness

(a) historical overview

Reading: Mullan (ed.), *Administrative Law: Cases and Materials* (5th ed.), SP1 pp. 44-47; *Cooper v. Board of Works for Wandsworth District*, SP1 pp. 48-49

(b) the emergence and elaboration of the duty of fairness: *Nicholson & Knight*

Reading: AL, pp. 156-70; *Nicholson*, SP1 pp.49-54; *Knight*, SP1 pp. 54-61

- (c) limitations on the scope of the duty: legislative and policy decisions
Reading: Inuit Tapirisat, SP1 pp.62-65; *Homex Realty*, SP1 pp.66-67; *Authorson v. Canada*, SP1 pp. 68-79, *Wells v. Newfoundland*, SP1 pp. 80-94; G. Cartier, “Procedural Fairness in Legislative Functions”, SP1 pp. 95-97; D. Mullan, “The Role of the Judiciary in the Review of Administrative Policy Decisions: Issues of Legality”, SP1, pp.98-115; *East York v. Ontario*, SP1 pp.116-130
- (d) interests protected by the duty of fairness
Reading: Re Webb and Ontario Housing Corporation, SP1 pp.131-133; *Hutfield v. Board of Fort Saskatchewan General Hospital, District No.98*, SP1 pp. 134-136; Mullan and Ceddia, “Globalization, Democracy and Domestic Law: The Impact on Public Law of Privatization, Outsourcing and Downsizing – A Canadian Perspective”, SP1 pp.137-156
- (e) administrative action that is non-final: recommendations and decisions to prosecute
Mullan (ed.), *Administrative Law: Cases and Materials* (5th ed.), SP1 pp. 157-158, *Re Abel and Advisory Review Board*, SP1 pp. 159-161
- (f) legitimate expectations
Reading: AL, pp.177-86; *Baker* SP1, pp.31-32; *CUPE v. Ontario (MOL)* SP3, pp. 299-302

(iii) Constitutional Thresholds: Section 2(e) of the *Bill of Rights* & Section 7 of the *Charter*

- (a) *Reading: AL*, pp.187-213; *Singh v. Canada (Minister of Employment and Immigration)*, SP1 pp. 162-197; *Blencoe v. B.C. (Human Rights Commission)*, SP1 pp. 198-202, 211-227; L. Sossin, “The Quasi-Revival of the Canadian *Bill of Rights* and its Implications for Administrative Law” SP1 pp. 246-267

(iv) The Content of Procedural Fairness

- (a) introduction and analytical framework
Reading: AL, pp.171-76; *Baker v. Canada (Minister of Citizenship & Immigration)*, SP1 pp.19-43; *Suresh v. Canada (Minister of Citizenship & Immigration)*, SP1, pp. 268-299, *Ahani v. Canada (Minister of Citizenship & Immigration)* SP1 pp.300-306
- (b) *Statutory Powers Procedure Act* and other general procedural codes
Reading: AL, pp. 214-26, *Amended SPPA*, SP1 pp.307-331

- (c) delay
Blencoe v. B.C. (Human Rights Commission), SP1 pp. 205-210, 227-245,
- (d) oral hearings
Reading: AL, pp.244-62; *Khan v. University of Ottawa*, SP1 pp.332-359
- (e) the right to counsel
Reading: AL, pp.262-64, *New Brunswick (Minister of Health and Community Services) v. G. (J.)*. SP1 pp.360-91; *R. v. Peterman*, SP2 pp.1-11
- (f) disclosure
Reading: AL, 238-44; *Pritchard v. Ontario (Human Rights Commission)*, SP2 pp.12-20; *Haghighi v. Canada (Minister of Citizenship and Immigration)*, SP2 pp.21-33
- (g) evidence and cross-examination
Reading: AL, pp.287-90
- (h) the duty to provide reasons for decisions
Reading: AL, pp. 306-18; *Baker* SP1 pp. 33-35, *Liang v. Canada (Minister of Citizenship & Immigration)*, SP2 pp. 34-40; *Gray v. Ontario (DSP)*, SP2 pp.41-57; *R. v. Sheppard*, SP2 pp.58-76
- (i) the relevance of international human rights norms and procedural requirements
Reading: Baker SP1 pp. 40-41; *Ahani v. Canada (OCA)*, SP2 pp. 77-110; G. Heckman, "International Law and Procedural Safeguards in Deportation Proceedings" SP2 pp. 111-162; D. Dyzenhaus, Murray Hunt and Michael Taggart, "The Principle of Legality in Administrative Law: Internationalisation as Constitutionalisation" www.law.utoronto.ca/faculty/sossin

(v) Bias & Independence

- (a) impartiality and independence
Reading: AL, 321-48; 2747-3174 *Quebec Inc. v. Quebec (Régie des permis d'alcool)*, SP2 pp.163-187; *Ellis Don v. Ontario (Labour Relations Board)*, SP2 pp.188-215; *Newfoundland Telephone Comp. v. Newfoundland (Board of Utility Commissioners)*, SP2 pp. 216-227; *Imperial Oil v. Quebec (Minister of the Environment)*, SP2 pp. 228-244; *Bell v. Canadian Telephone Employees Association*, SP2 pp. 245-58, *Canadian Pacific Ltd. v. Matsqui*, SP2 pp.259-303; *Ocean Port v. B.C.*, SP2 pp.304-315; *Gale v. Miracle Food Mart*, SP2 pp.316-22

Part III: Standard of Review

(i) Introduction

Reading: AL, pp.49-81; Mullan (ed.), *Administrative Law: Cases and Materials* (5th ed.), SP2 pp. 323-326; *Law Society of New Brunswick v. Ryan*, SP2 pp. 327-340; *Dr. Q. v. College of Physicians and Surgeons of BC*, SP2 pp. 341-351; *CUPE v. City of Toronto* SP2 pp. 352-375; D. Mullan, “Establishing the Standard of Review: The Struggle for Complexity” SP2 pp. 376-395; M. Jimenez, “Refugee Approval Rates Vary Widely” SP2 pp. 396-398; F. Houle & L. Sossin, “Tribunals and Policy-Making” SP2 pp. 399-445

(ii) The Pragmatic and Functional Approach

- (a) the standard of patent unreasonableness

Reading: *CUPE v. New Brunswick Liquor Corp*, SP3 pp. 1-16, *National Corngrowers v. Canada*, SP3 pp. 17-49

- (b) the standard of review: correctness

Reading: *Canada v. Mossop*, SP3 pp.50-54; *Pushpanathan v. Canada (Min. Of Citizenship & Immigration)*, SP3 pp.55-99, *Trinity Western College v. B.C. College of Teachers*, SP3 pp. 100-141

- (c) the standard of reasonableness *simpliciter*

Reading: *Barrie v. CTEA*, SP3 pp.142-172, *Canada (Dir. of Investigation and Research) v. Southam Inc.*, SP3 pp. 173-193, *Chamberlain v. Surrey School District No. 36*, SP3 pp. 194-220; *Voice Construction v. General Workers' Union, Local 92* SP3 pp.221-230

(iii) The Dilemma of Discretion

- (a) the *ultra vires* principle

Reading: *Shell v. Vancouver (City)*, SP3 pp.231-259, *Nanaimo (City) v. Rascal Trucking Ltd.*, SP3 pp.260-268, *Suresh v. Canada*, SP1 pp.278-281, *CUPE v. (Ontario) MOL*, SP3 pp.269-311

- (b) review for unreasonableness

Reading: AL pp.100-22, *Baker* SP1 pp. 36-42

- (c) discretion and the *Charter*: unreasonableness revisited

Reading: AL pp. 122-30, *Little Sisters v. Canada*, SP3 pp. 312-317; L. Sossin, “Discretion Unbound: Reconciling Soft Law and the *Charter*” -

www.law.utoronto.ca/faculty/sossin; *Dassonville-Trudel v. Halifax*, SP3 pp. 318-332; S. Choudhry & K. Roach, “Racial and Ethnic Profiling: Statutory Discretion, Constitutional Remedies and Democratic Accountability” SP3 pp. 333-347

- (d) impact of judicial review and rules on discretion: Soft law & Rulemaking
Reading: Mullan et al. (eds.), *Administrative Law: Cases, Text and Materials* 5th ed., “Rulemaking”, SP3 pp. 446-457; L. Sossin, “The Rule of Policy: Baker and the Impact of Judicial Review of Administrative Discretion” SP3 pp. 432-445
- (e) Beyond Soft Law: L. Sossin, “Boldly Going Where No Law Has Gone Before: Call Centres, Intake Scripts, Database Fields and Discretionary Justice in Social Welfare” – www.law.utoronto.ca/faculty/sossin

Part IV: Jurisdiction, Justiciability and Standing

- (a) a tribunal’s authority to decide constitutional questions
Reading: AL, pp.352-67; *Cooper v. Canada (Human Rights Commission)*, SP3 pp.348-377; *Paul v. B.C (Forest Appeals Commission)*. SP3 pp.378-394; *Nova Scotia (Worker’s Compensation Board) v. Martin*, SP3 pp. 395-431
- (b) standing
Reading: AL 445-59, *Harris v. Canada*, SP3 pp. 458-481; L. Jacobs and T. Kuttner, “Discovering What Tribunals Do: Tribunal Standing Before the Courts” SP3 pp. 482-511; *Ontario (Children's Lawyer) v. Ontario (Information and Privacy Commissioner)* SP3 pp.562-586
- (c) justiciability
Reading: L. Sossin, *The Law of Justiciability in Canada* (Carswell, 1999), SP3 pp.512-526
- (d) doctrine of exhaustion and collateral attacks
Reading: AL, 465-70; *R. v. Consolidated Maybrun Mines Ltd.*, SP3 pp. 527-542; *Danyluk v. Ainsworth Technologies Inc.* SP3 pp. 543-562

Part V: Remedies

- (a) An Overview

Reading: AL, pp.401-23, 504-22